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ABSTRACT

The Fifth Cycle Teacher Corps Project was undertaken by the University of Illinois at Chicago Circle to a) fulfill a stated mission of a university especially created to help resolve urban problems, b) find effective ways to help an inner-city community utilize its own resources, and c) conduct research on the effective uses of evaluation in education reform projects. The project was set in the Pilsen, Heart of Chicago, and South Lawndale communities in the center of Chicago. This area contains the central cluster of the second largest urban group of Mexican-Americans in the United States. Many school-aged children speak little or no English. The schools, however, are still staffed mostly by "Anglo" personnel who do not speak Spanish and who know very little about the Mexican culture. By Board of Education edict, the public schools were off-limits to parents until 1968. Even after the schools were "opened," community residents continued to feel unwelcome on school premises and insecure in school affairs. This document recounts the efforts to develop a bilingual, bicultural ubran teacher education program in which the community played an active role. It deals with the origin of the project, operational problems encountered, solutions attempted, and the critical functions of systematic evaluation. Also included are statements of conclusion by the development coordinator. (A related document is SP 007 730.) (Author/DDO)

ED 080745

Executive Summary

Report of An Urban Education Reform Experiment: Problems and Promises

Supplement to Final Report of the 5th Cycle Teacher Corps Project in cooperation with The College of Education, University of Illinois at Chicago Circle; District #19, Area B, The Chicago Public Schools; The Pilsen Heart of Chicago and South Lawndale Communities, prepared by George E. Monroe and Robert M. Rippey, August, 1972.

This executive summary highlights selected findings and conclusions from the more lengthy report. For easy reference each statement is followed by the page numbers that indicate the location in the report of the detailed and supporting information.

1. Continuous evaluation of project operations may be utilized as feedback and guide to relieve the inevitable stress that accrues from implementing innovations and to keep project efforts moving effectively toward desired goals (Section I, pp. 14-17, Section II, pp. 99-101, 129-132, 179-183).

2. If, as a result of programs such as the Teacher Corps, communities can develop more adequate political power bases, universities can deliver their product to an important untapped segment of the population, and schools can become more adaptive to changing needs and demands, then the benefits of these programs must be measured in terms larger than the preparation of several teachers (Section I, pp. 12-17, 18-20, 24, 25; section II, pp. 184-189).

3. There are vast resources within a low-income community for improvement of school affairs, if provisions are made to (1) free leaders for organizing activities, (2) free parents from child care responsibilities, and (3) compensate contributors even if only for expenses incurred or income forfeited (Section I, pp.17, 19, 21, 22, 23; Section II, pp. 28, 30, 31, 181).

4. A project like the Cooperative Teacher Corps will be perceived by the target communities as a "Port of Entry" to the resources of the University, especially the knowledge and credentials that are the keys to increased economic benefits. Being perceived in such a gate-keeping role is inevitable and brings with it conflicts that will require considerable human relations skill and patience to resolve (Section I, pp. 22-24).

5. The flexibility of the National Teacher Corps to encourage local initiative within broad guidelines, its technical assistance resources, and its "muscle" for arbitration of the inevitable conflicts between cooperating units, if and when these conflicts grow beyond immediate local capabilities, combine to make it a powerful catalyst for educational self-renewal (Section I, pp. 7, 8, 12-17, 21, 22, 24; section II pp. 24, 25).

REPORT OF AN URBAN EDUCATION REFORM EXPERIMENT:

PROBLEMS AND PROMISES

SUPPLEMENT TO FINAL REPORT OF THE 5TH CYCLE TEACHER CORPS PROJECT

In cooperation with

The College of Education at
University of Illinois/Chicago Circle

District #19, Area B
The Chicago Public Schools

The Pilsen, Heart of Chicago
and South Lawndale Communities

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SECTION I: PROJECT DEVELOPMENT

Prepared by:

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August, 1972

SP 007 729

SECTION I: PROJECT DEVELOPMENT

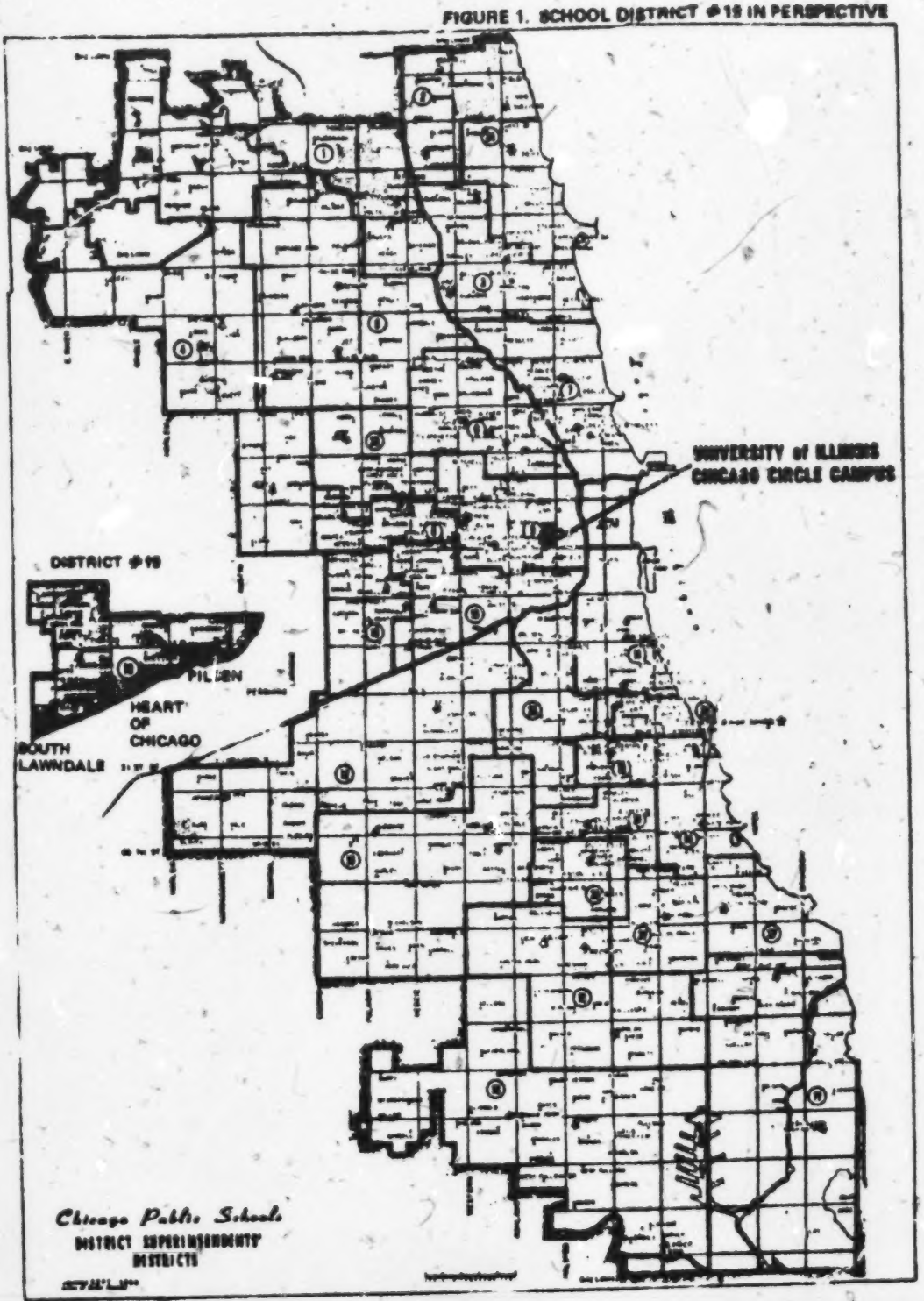
Introduction. The setting is the Pilsen, Heart of Chicago and South Lawndale communities located in the geographic center of Chicago (see map, next page). It is home to the central cluster of the second largest urban group of Mexican-Americans in the United States, which numbers more than 250,000 persons. These Mexican-Americans are crowded into substandard housing that survived the Great Chicago Fire and that several ethnic minority groups have inherited at various times. A few blacks and Puerto Ricans also have established residence here in the past few years. Some older whites, whose European ancestors immigrated to the area, remain.

People are constantly moving in and out of the area. Many have recently arrived from Southern Texas and Mexico. Although many families' incomes are below poverty level, they take great pride in self-support; except in emergencies, welfare or public assistance is shunned.

Most newly arriving families bring with them the Latin tradition of strong family ties and parental control over boys and girls until they become young adults. However, as soon as young people begin to circulate in this urban environment, they come in contact with a wide variety of more permissive life styles. Reactions range from passive confusion to conflict that sometimes results in complete disintegration of family life. When such a breakdown occurs, peer groups usually replace the parents as the dominant influence on value formation and behavior.

Many school-age children speak little or no English. The schools,

FIGURE 1. SCHOOL DISTRICT #19 IN PERSPECTIVE



however, still are staffed mostly by white or "anglo" personnel who do not speak Spanish and know very little about the Mexican culture. The drop-out rate is the highest for any student group in the city, with over 70% of those entering 7th grade lost during the six years of junior and senior high school. With one exception, the schools, like the houses, were built before the turn of the century and were named after people famous in other times. By Board of Education edict, the public schools were off-limits to parents until 1968, and school phone numbers were unlisted. Even after the schools finally were "opened," community residents continued to feel unwelcome on school premises and insecure in school affairs. That, however, has begun to change, and the Cooperative Teacher Corps Project described in this report has served as a catalytic agent for inducing the change. The narrative of the development section of this report deals with the origin of the project, operational problems encountered, solutions attempted, the critical functions of systematic evaluation, and insights gained.

A pilot research project established the base. In fall of 1967, the University of Illinois at Chicago Circle (established in the blighted core of Chicago in 1965) still was searching for a way to carry out its urban renewal mission. Dr. Betty Orr, a professor of Education at that institution, invited a small group of people to an all-day session at her summer home in the Indiana Dunes to discuss the possibilities for developing an urban teacher preparation program. Three professors of education, two professors from the Jane Addams Graduate School of Social Work, a psychiatric social worker, three community social workers, and a local school program coordinator accepted Dr. Orr's invitation. During animated discussion, a number of alternatives were explored and a decision

to consult personnel in the local schools about the feasibility of developing a cooperative program was made.

During the next two years, many contacts were made with the public school personnel of District #19. Initially, the reception was cool and cautious. Gradually relationships improved to the point where UICC staff and students were regular visitors at the schools. This reciprocal climate was primarily due to the efforts of Mr. Aaron Briggs, the bilingual E.S.E.A. Coordinator,[1] who participated in the first planning session at the Indiana Dunes retreat.

Until early in 1969, however, the University staff worked almost exclusively with the school personnel in District #19. The focus of planning efforts was at the professional level with little recognition that it was important to include others. In fact, the real community was not yet visible to the University; only the dominant community institutions and their spokesmen were in evidence.

In December of 1969, a small research grant was obtained from the U. S. Office of Education to pilot-test a Cooperative Program in Urban Teacher Education (CPUTE).[2] Approximately 30 teacher candidates from all areas of the city became part-time teacher aides in five District #19 schools and their involvement greatly improved the University's relations with the schools. As CPUTE teacher candidates got closer to the Mexican-

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[1] Coordinator of programs supported by the Elementary and Secondary Education Act. Qualifying schools meet poverty level criteria of the U. S. Office of Education.

[2] Talmage, Harriet and Monroe, George E. "A Cooperative Program in Urban Teacher Education: Final Report on a Pilot Project." Project No. 9-E-049 Grant No. OEG 5-9-2350-49-0036 (010). Indexed and available through ERIC, U. S. Office of Education, Bureau of Research, October, 1969.

American children they were assigned to work with, they discovered that far too many "non-learners" (some even placed in EMH classes) were actually good learners in the medium of their native Spanish language. The accumulating evidence that the educational program itself was inadequate eventually led the CPUTE teacher candidates to propose that persons with bilingual and bicultural (Spanish/English) backgrounds also should be prepared for teaching in schools of this type. After much discussion, it was decided that the College of Education should continue to support an experimental unit of CPUTE and should seek funds to finance the development of a second cooperative program for the preparation of indegenous persons to teach in District #19 schools.

Teacher Corps resources vitally strengthen the experimental effort. In the fall of 1969, a professor of education at UICC, Dr. George Monroe, was appointed Director of the Cooperative Program in Urban Teacher Education (CPUTE). Under his leadership, the CPUTE staff, students and cooperating teachers continued to develop plans for a special program that would prepare bilingual/bicultural persons for teacher certification. With the assistance of the National Commission on Teacher Education and Professional Standards, National Education Association, Dr. Monroe and the Superintendent of District #19, Alflorence Cheatham, were able to meet with Richard Graham who was at that time Director of the National Teacher Corps. From this mutually satisfactory exchange came the impetus to prepare and submit an official proposal to the Teacher Corps.

Numerous attempts were made to locate and confer with the authentic leaders of the "grass roots" community population. However, prior to 1970, it was difficult to "find" the Mexican-American population as a community group. Demographic data published in the 1970 Annual Report

of the U. S. Office of Spanish-Speaking American Affairs indicated that even this special arm of the federal government was yet unaware of the existence of a Mexican-American population in Chicago. It was even more difficult to locate the true leaders in the community and consequently the University missed the mark on several occasions.

A case in point was the early involvement of the Program Director and the University staff with a very active local teacher who seemed to be the epitome of "community" in the best sense of the word. He had been born and raised in the area. His boyhood home was razed to make way for construction of the University, but his parents and several siblings moved to a new location within the neighborhood. He had been teaching at a local school for six years. He was very active in local and city-wide organizations for Spanish-speaking Americans. He was probably responsible for locating a majority of the intern applicants for the Teacher Corps Project, calling each of them several times to give them information and encouragement. Yet, in time, it was to become apparent that because he had "gone away" to school (within the city) and lived with his Anglo wife in another neighborhood, the community was questioning his "credentials" for leadership and keeping him some distance from privileged inner circles of the community power structure. Though the signs were that his acceptability was steadily increasing by virtue of his continued community service and his status as one of the very few members of his ethnic group in the city soon to obtain a Ph.D. degree, it was clear that he still had to earn the community backing that the University once thought he had without question.

Persistent efforts eventually did result in contacts with some of the right persons who were induced to review the first rough drafts of

the Project proposal and to offer suggestions for making it relevant to the needs of their community. As the news got around that funding from a federal agency might be secured, a group of persons more broadly representative of the community in educational attainment, income and residence began to step forward and make themselves clearly visible. Two factors seemed to be inherent in this decision: (1) the desire to protect their children from another invasion of "researchers" who would treat them as objects and disappear one day with the community not even certain why they had been there, and (2) the desire to make a contribution to the project if it really had the kind of financial support that would enable it to become an effective instrument for educational reform. The community-oriented provisions of federal guidelines offered hope that both of these desires might be fulfilled. A new era of school and community relations was begun when, in the spring of 1970, leaders of the indigenous bilingual/bicultural Mexican-American community sought a more authentic voice in the development of programs that involved their children. By the time the proposal for a Cooperative Teacher Corps Project was submitted to Washington, a new partnership was being defined. Thus, the anticipation of significant assistance, financial and technical, from an outside agency (Teacher Corps Washington) had a positive effect on the climate for educational reform at the community, public school and university levels. At each of these levels the commitment of local resources to innovative efforts was also increased substantially at this point.

The project design merged local interests and federal objectives. Building on previously developed local ideas for the improvement of teacher preparation, the project proposal writers designed a bilingual,

bicultural model that both satisfied local interests and met Teacher Corps guidelines (See diagram of project design, page 9). In addition to the basic CPUTE design that was pilot tested in 1969,[3] another primary resource for development of the proposal was the book, Teachers For The Real World, edited by B. Othaniel Smith. Copies of this book were first obtained from the Director of Teacher Corps Washington. The ideas in this book were found to be very compatible with the basic CPUTE design and provided new elements for its expansion. That Teacher Corps Washington granted assistance for this (hybrid) project design, was a testimonial to the open-mindedness of the Teacher Corps administration in applying the basic Teacher Corps objective of supporting local initiative to meet local needs.

An innovation of this (5th cycle) design, later incorporated into the guidelines for all 7th cycle projects, was the Project Advisory Council (Steering Committee)[4] composed of representatives from each of the cooperating groups in the projects, including Team Leaders and Interns.

Another local innovation, planned to increase the intern's commitment to community involvement and to avoid the usual high attrition rate (about 33%), was the recruitment of interns from the communities in which they were to serve. It was reasoned that indigenous interns would already have strong incentives for making good use of the Teacher Corps

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[3] Harriet Talmage and George Monroe. Ibid.

[4] The project's first Associate Director, Jesus Garcia, introduced this feature to the National Field Advisory Council of Teacher Corps at a meeting in Washington in the fall of 1970, and moved for its adoption into all future projects. It was strongly supported and included in the proposal development guidelines for 1972-73.

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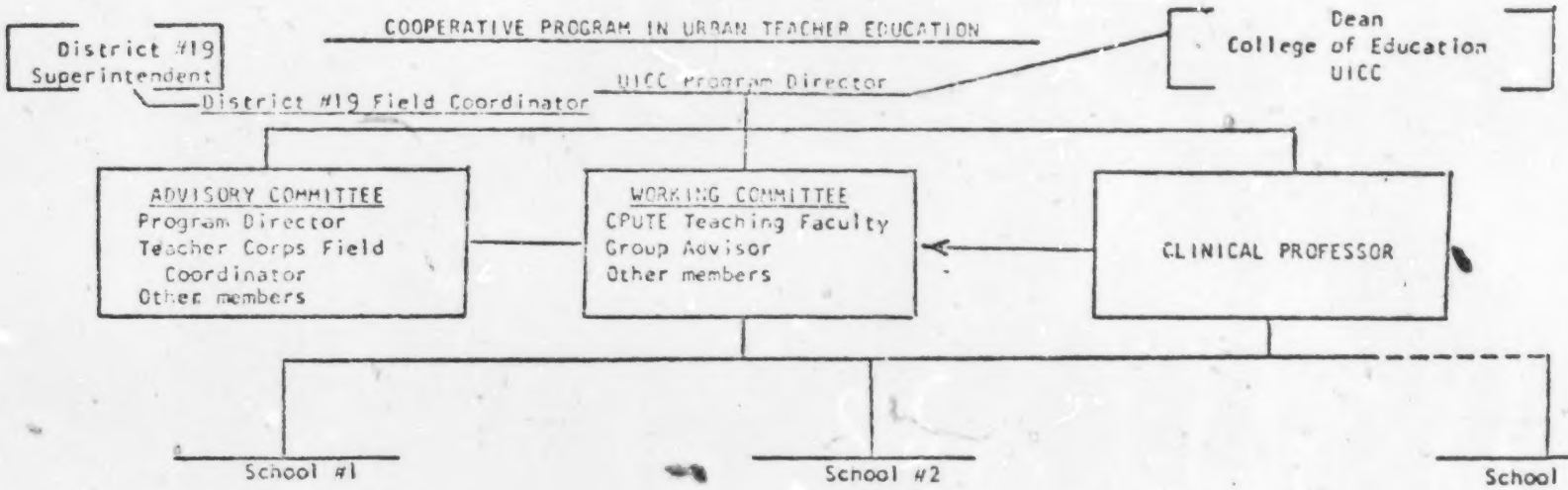

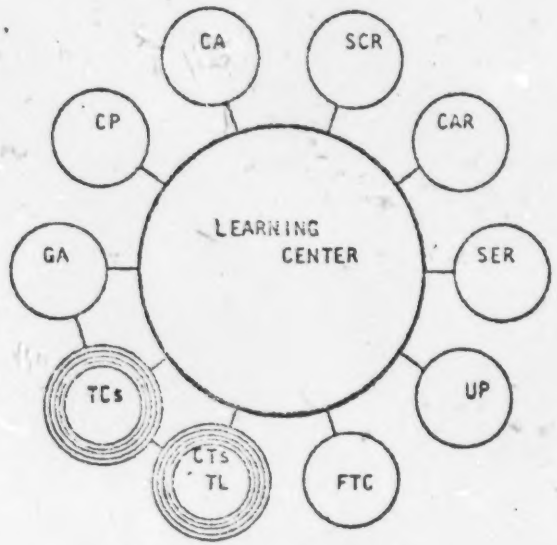

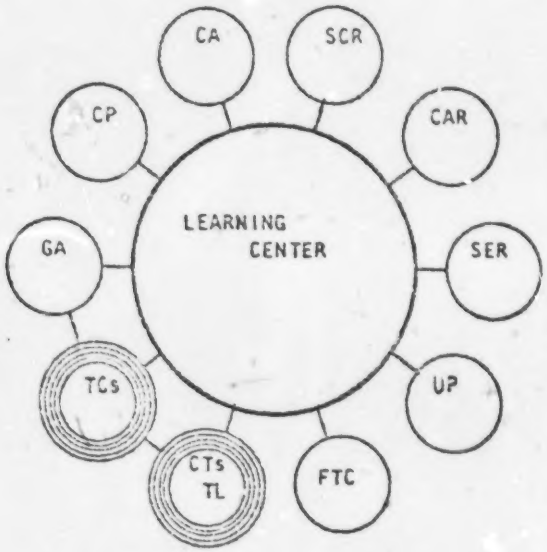

KEY

TC = Teacher Candidate
CT = Consulting Teacher
UP = University Professor
GA = Group Advisor
CP = Clinical Professor
CA = Consulting Administrator
FTC = Future Teacher Candidate
SCR = School-Community Representative
SER = Special Education Representative
CAR = Community-Agency Representative
REC = Research-Evaluation Coordinator
TL = Team Leader

ORGANIZATIONAL STRUCTURE OF CPUTE AND LEARNING CENTERS

experience and for working to improve the community schools after graduation. In practice, it was discovered that local recruitment can be a plus factor if there is also an effective screening process.

The initial (pre-service) attrition rate (about 6%) was lower than usual, but for a variety of reasons other losses occurred at later dates, to bring the total attrition rate for the two-year project cycle to about 16% (see pages 67-69, 179, 180, 190-192 of the evaluation section of this report for a discussion of the project recruitment practices and results).

A third innovation unique to this Teacher Corps Project was the arrangement for continuous collection and feedback of evaluation data to the project staff (See pages 99-101, 129-132, 179-183 of the Evaluation Section of this report for examples of evaluation feedback). In the spring of 1970, the first Project Director, Dr. George Monroe, met with Drs. Herbert Walberg, Maurice Eash, and Harriet Talmage, evaluation specialists with the Office of Evaluation Research, College of Education, University of Illinois at Chicago Circle, to draft an evaluation design for this project. The design that emerged had two thrusts. The formative thrust was the ongoing evaluation for generating feedback information, previously described. The summative thrust was toward the accumulation of evaluation data and a "summing up" report of project effects at its conclusion. The former was designed to be immediately useful to the project staff in planning for achievement of project goals. The latter was designed to produce a permanent record of the project events and their effects.

It was not expected that the summative evaluation report on this project would yield a basic project model that could be used elsewhere. It was hoped that the documented record of this urban education reform

experiment, its problems and its promises, would provide a substantial resource for others who would plan to develop and evaluate such projects.

Development and evaluation were allied components. Evaluation of large scale projects in education is a complex process, difficult to plan and even more difficult to apply. When the inevitable development problems arise, they must be attended to or else the project will collapse. Evaluation is often seen by project staff that have both development and evaluation responsibilities as something that is "less urgent" and that can be "put off 'til things cool down." The problem is that some of the most valuable data that could be collected is lost during these times and can only be guessed at after the fact, if indeed it is observed and remembered at all. Personnel under heavy (problem-solving) pressures have a tendency to develop "tunnel-vision." Data that could be of great value in locating problem sources and creating effective management strategies are not perceived by persons deeply imbedded in the operational milieu. Even that which is perceived is often distorted and results in decisions and actions that are incongruent with the actual circumstances. In the end, final reports may be pieced together more from sketchy records and "impressions" than from objective truth.

To promote integrity and objectivity in program evaluation, the College of Education at the University of Illinois, Chicago Circle, established an Office of Evaluation Research (OER). It was planned that staff assigned to this office would (1) conduct research on effective evaluation procedures and (2) provide for the independent evaluation of programs and projects developed at, or in cooperation with, the

College. While four specialists from this office originally worked with the Project Director to plan the evaluation design, Dr. Robert Rippey was assigned as Evaluation Coordinator for the project.

At various stages of data collection and analysis, other evaluation specialists and graduate assistants assigned to the OER were involved under Dr. Rippey's direction. Bilingual/bicultural residents of the target communities were trained to administer survey instruments. They also helped revise and translate survey items to fit the Spanish-speaking target population.

Collaboration between the Teacher Corps Project and CPUTE stimulated mutual growth. The original design for the Cooperative Teacher Corps Project incorporated several elements of the pilot-tested CPUTE design. It also included elements that were taken from the U. S. Office of Education guidelines for developing Teacher Corps proposals. The project that became operative in the fall of 1970 merged features of the two organizations, putting both to new tests in the Spanish-speaking urban environment of the Pilsen, Heart of Chicago and South Lawndale communities. The net effect was impetus for important changes in both CPUTE and the Teacher Corps Project.

Developers of CPUTE had previously asked for permission to work in a school, on an informal basis, and then took their chances that school staff could be induced to help them establish and operate the program. In some cases this approach was successful, in others it was not. Taking a cue from the Teacher Corps design, the 1971-72 CPUTE staff negotiated agreements for full cooperation several months prior to the placing of interns in the schools. The design was first presented to the Superintendent of the District #19 schools along with the request

that he call a special meeting of District principals to have the design presented to them, if he felt that he could support the program. The meeting was called and the principals were informed by the Superintendent of his approval of the program design and his interest in sharing it with them. He invited them to receive the presentation and then decide for themselves. He also pledged his support if their decision was favorable. Principals who wanted to support the CPUTE innovation made the choice to be involved and recruited to the program members of their staff who were similarly committed.

Anticipating that those working with the Teacher Corps might try to experiment with a Portal School[5] design in a 7th cycle project (1972-1974), the CPUTE staff decided to pilot-test certain elements of that design on a small scale in order to develop insights that would be helpful in planning for a total school operation. The principal of McCormick Elementary School moved three teachers (volunteers) into a wing of the school that was designated the "Experimental Unit." Also following a Teacher Corps innovation, a university professor served as "team leader" for the team of 12 interns and 3 teachers who carried out the experiment. The university professor/team leader for that CPUTE experimental effort subsequently served as a resource person for the organization of the Portal School experiment that was designed and approved for a 7th cycle Teacher Corps Project.

On other occasions, the Teacher Corps Project capitalized on the working arrangements between the College of Education and the schools

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[5]Human and technical resources are consolidated into one school that serves as a "port of entry" for innovative practices. The school becomes a model and training center.

that had been established by the CPUTE staff over a three-year period. In some cases, these arrangements were greatly expanded and heavily influenced the schools toward efforts to improve their programs (see diagram on page 15, for a graphic history of College-School collaboration).

Thus, the Teacher Corps breathed new life and vigor into the Cooperative Program in Urban Teacher Education (CPUTE) and while doing so became a very influential force for education reform in its own catalytic way. It influenced changes in CPUTE that, in turn, influenced changes in the Teacher Corps (local and national). Both organizations, together, influenced substantial changes in the schools of District #19 and in the College of Education. In the war on ineffective urban education, CPUTE was the scouting party and the Teacher Corps Project was the heavy artillery. Their symbiotic relationship resulted in a powerful capability to act for educational reform in an impoverished urban setting.

The critical function of formative evaluation. A number of procedures were employed to yield an almost continuous supply of information on project operations and their effects on the participants, i.e., attitude inventories, personal interviews, transactional evaluation instruments [6] and seminars for processing field experiences. The information gained from these procedures was fed back into project planning and resulted in many adjustments to accomodate unanticipated realities.

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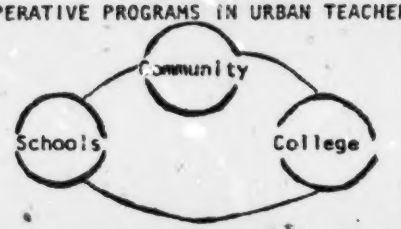
[6] Rippey, Robert M. (Ed.) Studies in Transactional Evaluation. Berkeley: McCutchan Publishing Company. 1972. 320pp.

THE COOPERATIVE PROGRAMS IN URBAN TEACHER EDUCATION

PROGRESSIONS of COOPERATIVE INVOLVEMENT

1965 to 1972



1965-66

No access to schools or community involvement

1966-67

2 Schools

Faculty visits to schools by appointment

Some observations by education classes

Community
No community contact

1967-68

4 Schools

Observations
Some tutoring
Minimal participation
Contact with administration

Community
Contact with some social agencies

Teacher candidates involved in agency sponsored activities

1968-69

7 Schools
Regular observations
Tutoring
Some participation
Student teachers

Proposal for pilot CPUTE[1]
Pilot program (2/69-6/69)

Community
Involvement in agency activities

Attendance at community sponsored activities

1969-70

8 Schools

CPUTE unit funded[2]

Teacher candidates involved in school activities for full academic year

Group Advisers

Student teachers

Graduate seminars involving cooperating school personnel

Teacher Corps proposal[3]

Community
Involvement in social agencies

Community members consultants to CPUTE and TC
Community activities

1970-71

10 Schools

CPUTE an alternative program for teacher candidates in the College

Teacher candidates involved in school activities for full academic year

Group Advisers

Student teachers

Graduate seminars

Cooperating Teachers

Teacher Corps Project

Team Leaders
Interns
Cooperating teachers

Community
Community Advisory Council[4]

Community projects

School-Community projects

1971-72

8 Schools

CPUTE establishes Experimental Unit. Interns, University Professor and Cooperating Teachers develop individualized program for 90 children in wing of local school.

CPUTE interns at 3 schools under guidance of Cooperating Teachers.

Student Teachers

Graduate Seminars

Teacher Corps Proposal to develop a Portal School[5]

Teacher Corps Project
prepares bilingual-bicultural teacher candidates
Interns
Team Teachers
Cooperating Teachers

Community
Community Advisory Council
Community service projects
School-Community projects
Action-Lab on School-Community Decision-Making, ASCD Conference

[1] Small Research Grant
Bureau of Research, HEW

[2] CPUTE supported by the College of Education, UICC

[3] 5th Cycle Teacher Corps Proposal Funded (1970-72)

[4] A Policy and Decision-Making Council

[5] 7th Cycle Teacher Corps Proposal Funded (1972-74)

Progression of Cooperative Involvement

Even the original project objectives underwent some revision in view of the information gained in this manner (See Item B, 1, page 193 of the Evaluation Section of the report). This formative evaluation, used to help form or shape the project while it was in progress, was an invaluable aid to the participants. It helped them to analyze symptoms and thereby locate the sources of conflicts which were often invisible while they (the participants) were immersed in the social context of the project. On several occasions when there were conflicts of crisis proportions, the evaluation coordinator employed a formative procedure known as transactional evaluation to help the project participants to define the real sources of conflict and establish priorities for negotiation (see pages 99-101, 129-132 of the Evaluation Section of this report for illustrations of this procedure and some of the issues defined).

A wide variety of techniques were used to obtain data for the formative evaluations of the Project operations. These techniques were revised and adapted, in view of local circumstances, to deliver information with a high degree of relevance and validity. One such data gathering innovation is worthy of special mention.

The community had long been plagued with achievement testing in the schools and other research/evaluation activities that treated Latins unfairly by not taking language and culture differences into account. Residents were also wary of "authorities" who might be gathering information for an arrest or trying to locate and deport illegal immigrants. For these reasons, they had developed a wariness toward information-seekers, that severely limited the amount and validity of information available to other than indigenous persons. Therefore, the

project Evaluation Coordinator activated some unique evaluation plans. Community volunteers were paid a small stipend to take instruction in evaluation techniques, especially the collection of information through the use of survey questionnaries. They also worked with the Project Evaluation Coordinator to revise selected survey questions and translate them into Spanish. During the summer of 1971, a group of community people, who understood both their subjects and evaluation procedures, conducted 150 data-gathering interviews and helped to plan for ways to use the information gained as feedback for program improvement. That Teacher Corps funds were available for organizing indigenous manpower to receive training and collect evaluation data made community participation in this crucial process feasible. The fact that community people were able to participate provided them with important skills, increased local commitment, and increased the supply of reliable data for use in Project planning (see pages 30-44 of the Evaluation Section of this report for results of the interviews).

The need for reliable summative evaluation. Besides the obvious need to provide an accurate accounting of what was achieved with funds granted by an outside agency, there are several other important reasons for reliable summative evaluation. In the interest of scholarly studies and prudent use of limited resources, the involved institution of higher education needs an accurate accounting for use in generating new hypotheses and to avoid repetition of fruitless or harmful procedures. From such accurate accounting may be distilled a "contribution to knowledge," one of the fundamental goals of a university. Large city institutions of higher education and school systems the world over are seeking information about promising educational innovations. So urgent is the need that a group of professional educators at the University of

York in Kensington, England, is conducting a world-wide Enquiry[7] of attempts at urban education reform. The hope is that basic principles and creative insights may be identified and made generally available for planning and development purposes. However, granting the limitations that must always accompany summary evaluations of field projects, reports such as this are not likely to disclose a model that will be a universal solution for urban educational problems.

Evaluation of the project provided an accounting, not a panacea. Until recently, many professional educators felt that a successful educational project would offer, at its conclusion, a model that might be replicated or, with minor changes, adapted to solve similar problems anywhere. For a time, educational planners dreamed of developing "the model," a master key to unlock the enormous hidden potential of a school system for renewal of its programs. If the developers of this project ever had such a dream, a few months in the crucible of an urban educational reform effort induced a more realistic perspective. There is no question that a great deal was learned and documented. This accounting can offer a valuable resource to planners of similar projects. It can help them anticipate the problems they might face and make preparations so as not to be caught unaware. It can offer suggestions for organization, the selection and training of personnel, data gathering techniques, the uses of feedback, defenses against destructive forces, community involvement, student involvement and many others. It can illuminate weaknesses and

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[7]An investigation of urban education project designs and evaluated results.

and ineffective procedures thereby helping planners to avoid, or approach with reasonable caution, some attractive but potentially harmful situations. In other words, accurate information about what happened when others tried certain innovations under certain conditions can be immensely helpful in planning, even to meet the unexpected.

Besides the detailed accounting of actual projected operations provided in the evaluation section of this report, a number of project "spin-offs" illustrate its effects and provide resources to future project planners. Instructional modules for several aspects of teacher preparation were developed. Special courses in the implications of Latin history and culture in the education of Latin children were organized and offered to the corpsmembers. Survey questionnaires modified to fit Latin populations were prepared (these are included in the evaluation section of this report, pages 32-44 and 217-223).

Not included in this report, but available from the College of Education at UICC are publications describing three substantial developments resulting from the Cooperative Teacher Corps Project. The first is an article by Harriet Talmage and George Monroe entitled, "Accountability as Negotiation of Perceived Expectations," that grew out of the extensive experience in shared decision-making afforded to participants in the project. This article led to the development of an Action-Lab on "Accountability Through School-Community Decision-Making," at the 1972 ASCD Conference in Philadelphia. A team of 12 persons representing interns, parents, public school personnel and university faculty was prepared to serve as group leaders in this three-day lab. Specially invited were high school students, teacher candidates and community representatives from the city of Philadelphia.

In addition, 100 members of ASCD from all over the U.S. paid to learn through experience about the model for achieving accountability that resulted from this project. A full accounting of the Action-Lab in Philadelphia, including statistical analysis of its effects, is available in a special report published by the College of Education at UICC.[8]

Another "spin-off" was the complete revision of the sequence of teacher education courses offered by the Division of Curriculum and Instruction at the College of Education, UICC, to include supervised field experience, individualized competency based instruction, team teaching and ethnic modification of the curriculum. Copies of the new designs for these courses are available from the College.[9] A second article, entitled, "Using Organization Development Strategies to Develop a Mutual Support System Theory of Accountability," by George E. Monroe and Harriet Talmage, also emerged from the Teacher Corps experience.[10] A third article on self-renewal of educational systems is under way and is a direct consequence of studies of change processes and experience in trying to establish a Portal School as a 7th cycle project.

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[8]Monroe, George, Talmage, Harriet and Monroe, Merle. Accountability Through School-Community Decision-Making: A Report on Action Lab #13 1972 ASCD Conference, Philadelphia. Chicago: College of Education, University of Illinois at Chicago Circle. 1972. 41 pp.

[9]3-Course Performance Based Sequence in Curriculum, Instruction, and Evaluation for the Elementary Teacher Education Program. Chicago: College of Education, University of Illinois at Chicago Circle. Spring, 1972. 32 pp.

[10]Monroe, George E. and Talmage, Harriet. "Using Organization Development Strategies to Develop a Mutual Support System Theory of Accountability." Chicago: College of Education, University of Illinois at Chicago Circle. 1972. (mimeographed).

Community participation was a prime factor in successful project development. Before the first year of project operations had passed, the community members of the Advisory Council had been recognized as unusually able contributors to the Cooperative Teacher Corps in Chicago District #19. The District Superintendent and the Dean of the UICC College of Education had considered them partners and had taken their counsel. The National Teachers Corps had recognized the potential of this group as a constructive force for educational reform and invited them to submit a proposal for funds that would enable them to expand community involvement in school affairs. They were encouraged to analyze their situation and to design an assistance program that would, if funded, enable them to organize volunteer community manpower for the improvement of education in the local schools. Technical assistance in program planning and proposal writing was made available on request. This resource, which was utilized on several occasions, assisted the community group to develop its own program ideas independent of the University and the Board of Education.

When the proposal reached Teacher Corps Washington, it was enthusiastically received by the Director of Volunteer Programs. It represented a real "grass roots" effort to plan for educational reform in depressed urban schools and the results were remarkably good, even though the plan did not strictly adhere to Teacher Corps guidelines. The community had long suffered from lack of leadership available to mobilize its own manpower resources because those who might lead were either caring for a home and children or employed elsewhere. Therefore, they requested support for the establishment of a full-time community coordinator to enlist and organize the

small "army" of part-time volunteers they were certain would participat when leadership was provided. Approval of this provision of their proposal meant establishing a precedent in the newly-formed Volunteer Component of Teacher Corps (Operation Highsight). Capitalizing on the obvious recognition of their past achievements and with the confidence of having previously conducted successful negotiations with the Chicago Board of Education and the University of Illinois at Chicago Circle, the community group reasoned with Washington authorities and obtained approval for their program design with a full-time coordinator to head up its operations. However, at the point of funding this community based component of the Teacher Corps project, some persons within and outside the community became aware of the developing power of the group and moved in to take over. It was soon clear that personal gain and partisan political purposes, rather than educational reform, were their main motives.

At first, there were claims on the use of Operation Highsight funds to finance vested interest projects. When these strategies were successfully resisted, power plays were made to capture the community coordinator's position. There were also resisted. Then there were moves to "pack" the advisory committee meetings in order to gain control by majority votes. Regular members of the committee were systematically harassed and at one committee meeting several were persuaded to vote (against their previous judgements) to issue written demands to the dean of the College. On one occasion, an angry group stormed the Dean's office and threatened dire consequences if he did not quickly yield to their demands.

At this point, the community decided to mobilize whatever resources were necessary to thwart and terminate the negative and destructive

actions toward the project. An ultimatum was gently but firmly issued: creative and constructive involvements were welcome; negative and destructive acts would not be tolerated. Outsiders were invited to contribute but warned to stay out of the community if they were thinking of causing further trouble. Some did leave the area but others requested the opportunity to participate on the community's terms. There was a remarkable calming of tempers almost immediately.

After a brief cooling-off period several committee meetings were held to articulate frustrations and resolve conflicts. These were complex and stormy sessions but they did release much of the pressure. A few persons who expressed a strong desire to be involved productively were added to the committee membership. Thus, it was demonstrated that a real community partner can be a crucial factor in efforts to reform urban education.

Unfortunately, a short time after these conflicts had been mitigated, the Project Director resigned to accept a job in another state. The situation that resulted appears to be repeated often in projects which enable ethnic minority persons to obtain leadership training and experience. The opportunities for upward mobility increase exponentially with the achievement of academic credentials beyond the bachelor's degree and evidence of leadership abilities. Thus, the Project Director was lured away and left the project with a very large leadership void.

The struggles with those who sought to "take over" the Project were also made more difficult because there were no adopted by-laws in force to regulate activities and prevent infiltration of the Advisory Committee by those who wanted to keep the rules ambiguous so that they might be

manipulated to the advantage of a vociferous few. The committee meetings again became too "hot for any constructive business to be conducted and most members (all but one of the community residents with school-age children) ceased to participate. The remaining challengers, and those few they could co-opt, then tried to force the university to create a new project position (Associate Director) for one of their group. The candidate of their choice for this position had no training in education and was unemployed due to the fact that his staff and the community had ejected him from his position as Director of a local settlement house.

At this time, there was an important infusion of information from Teacher Corps Washington. The attempts to use the Project in District #19 communities of Chicago for personal gain and partisan political purposes was a plague common to most inner-city projects. Such attempts had been successfully dealt with elsewhere by the development of strong Coordinating or Steering Committees in which parents predominated as community representatives. It was also clear that funding of a 7th Cycle project would be contingent upon clear evidence that parents would be strongly represented on a steering committee. At the close of the 5th Cycle project, parents from the proposed Portal School community were beginning to get involved and the influence of those who would pull the Project away from its intended educational reform purpose was on the wane.

Summary and Conclusions. This account has pointed out that an Urban College of Education successfully helped to develop a Cooperative Program in Urban Teacher Education that utilized systematic evaluation as feedback and guide in its development. Such feedback led to the creation

of a special project designed to prepare bilingual-bicultural persons to teach in urban schools with primarily Latin populations. The project became a reality with financial and technical assistance from the National Teacher Corps. An Advisory Council was formed with "grass roots" community persons participating. This community group grew into a strong positive force in project development, and in the community-at-large, with assistance from several significant sources, including university recognition, collective bargaining experience, support from the District Superintendent, and, perhaps the most important of all, outside financial support. The funded community organization, "Operation Highsight," in turn, became the means for survival and continued growth of the project, an all-important ally in time of attack by militant forces. With the consolidation and coordination of community manpower made possible by Teacher Corps support, the community was able to convince other agencies that they had the organization and capability to utilize other grant funds effectively. At the close of the 5th cycle, more than $98,000.00 had been obtained or committed to this community group from city, state and federal agencies to expand their involvement in educational reform.

Several significant conclusions have emerged from efforts to analyze insights of Project participants and the objective evaluation data:

1. Beginning with a small Pilot Project provides the time and opportunity to develop the basic interpersonal relations of trust and cooperation that must exist to support change-oriented programs.

2. Continuous evaluation of Project operations may be utilized as feedback and guide to relieve damaging stress and to keep Project efforts moving effectively toward desired goals.

3. An independent community group, that truly represents the parents of children in cooperating schools and has control over a budget of their own design, is useful to provide authentic "grass roots" contributions to Project development as well as to protect the Project from the destructive influence of militant forces.

4. There are vast resources in a low-income community for improvement of school affairs if provisions are made to (1) free leaders for organizing activities, (2) free parents from child care responsibilities, and (3) compensate contributors even if only for expenses incurred or income forfeited.

5. School administrators can make or break a cooperative project aimed at educational reform. The Superintendent of Schools in a target area must be a strong and able leader who can sanction changes and obtain cooperation from principals who must, in turn, relate in a similar way to cooperating teachers.

6. Universities must be stable yet flexible in negotiating with their partners in cooperative projects. They must help define ways to move forward productively and be a strong rational force at the same time. Yielding to unreasonable demands or promoting inconsistent policies will destroy the essential hope that must be rooted in the University's strength and integrity.

7. University personnel who are involved in educational reform projects must be able to practice (model) and teach skills for cooperative decision-making and development of accountability through negotiation processes.

8. It is extremely important to locate and work with the genuine "grass roots" community leaders in a cooperative project. A community power structure is most often reluctant to show itself until outsiders show that they mean to stay awhile and make a needed contribution. If a project is aligned with certain persons too quickly, no matter how well meaning they may be or seem, there is great risk that the real community power structure will reject the project.

9. University personnel must be willing and able to work very hard and endure the considerable stress that they will experience when attacked by frustrated people with long, bitter memories of exploitation by the dominant society and its institutions. It will take a great deal of commitment and a strong self-concept to "work through" issues wherein the familiar university methods and relationships will not prevail. It will take great resilience

to resist being defensive when these people do not respond with expected gratitude and respect.

10. Community people must have the opportunity to participate in educational experiences that will provide them with the necessary information to make valid decisions about school affairs. Project travel budgets that will allow community representatives as well as University and school personnel to attend professional conferences and visit other cooperative projects must be provided.

11. Community members with little or no experience in cooperative efforts must be provided with opportunities for training in interpersonal communications skills and the processes of cooperative decision-making if they are to effectively cooperate with their "partners."

12. A Project like the Cooperative Teacher Corps will be perceived by the target communities as a "Port of Entry" to the resources of the University, especially the knowledge and credentials that are the keys to increased economic benefits. Being perceived in such a gate-keeping role, is inevitable and brings with it conflicts that will require considerable human relations skill and patience to resolve.

13. The flexibility of the National Teacher Corps to encourage local initiative within broad guidelines, its technical assistance resources, and its "muscle" for arbitration of the inevitable conflicts between cooperating units, if and when these conflicts grow beyond immediate local capabilities, combine to make it a powerful catalyst for educational self-renewal.